

DRAFT FOR FINAL COORDINATION

Department of Defense DIRECTIVE

NUMBER 2000.13
(date)

ASD(SO/LIC)

SUBJECT: Civil Affairs

References: (a) DoD Directive 2000.13, subject as above, June 27, 1994 (hereby canceled)
(b) Title 10, United States Code, Section 167
(c) DoD Directive 5111.10, "Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict (ASD(SO/LIC))," March 22, 1995
(d) DoD Directive 5100.1, "Functions of the Department of Defense and its Major Components," September 25, 1987
(e) through (m), see enclosure 1

1. PURPOSE

This Directive:

1.1. Reissues reference (a).

1.2. Establishes DoD policy and assigns responsibilities under references (b) through (d) for employing civil affairs forces throughout DoD outside the Continental United States (OCONUS).

2. APPLICABILITY AND SCOPE

This Directive applies to the Office of the Secretary of Defense (OSD), the Military Departments (including the U.S. Coast Guard when it is operating as a Military Service in the Navy), the Chairman of the Joint Chiefs of Staff, the Commanders of the Combatant Commands, the Defense Agencies, and the DoD Field Activities and all other organizational entities in the Department of

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Defense (hereafter referred to collectively as "the DoD Components"). The term "Military Services," as used herein, refers to the Army, Navy, Air Force, and Marine Corps.

3. DEFINITIONS

Enclosure 2 defines the terms used in this Directive.

4. POLICY

It is DoD policy that:

4.1. It is an inherent responsibility of commanders at all levels to maintain proper, prudent, and lawful relations with the civilian populace and government indigenous to their area of operations. The conduct of such relations is called Civil-Military Operations (CMO). To assist in conducting CMO, civil affairs forces will be made available to commanders when their operations affect, or are affected by, the indigenous civilian populace, resources, government or other civil institutions or organizations in the area of operation.

4.2. Civil affairs activities, and civil-military operations, shall be executed consistent with applicable treaties to which the U.S. Government is a party, international and U.S. law, Presidential Directives, Executive Orders, this Directive and other applicable DoD Directives and policies.

4.3. Civil affairs forces shall be utilized to achieve the following:

4.3.1. Support national security policy and DoD goals and objectives.

4.3.2. Support military commanders' objectives during military operations and peacetime engagement programs.

4.3.3. Assist military commanders at all levels in the planning, conduct and execution of civil-military operations.

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4.3.4. Carry out civil affairs activities as directed.

4.3.5. Minimize the need for the assumption of civil sector responsibilities by the military. If civil sector responsibilities are assumed by a DoD Component due to policy direction or operational necessity, ensure an orderly and prompt transition of civilian sector responsibilities to other appropriate authorities.

4.4. The DoD shall maintain a capability to conduct a broad range of civil affairs activities necessary to support DoD missions and to meet DoD responsibilities to the civilian sector in peace and war throughout the range of military operations. The activities conducted by civil affairs forces shall include, but are not limited to:

4.4.1. Fulfilling the responsibilities of Department of Defense towards civilian populations and institutions under U.S. and international law.

4.4.2. Minimizing, to the extent feasible, civilian interference with military operations and the adverse impact of military operations on the civilian population.

4.4.3. Facilitating foreign nation support to military operations.

4.4.4. Coordinating military operations with other agencies of the U.S. Government, international organizations, agencies and military components of foreign governments, nongovernmental and non-profit organizations, and the private sector.

4.4.5. Establishing and conducting military government or civil administration until civilian authority or government can be restored.

4.4.6. Exercising military control of the civilian population in occupied or liberated areas until such control can be returned to civilian or other non-U.S. military authority.

4.4.7. Providing assistance to meet the life-sustaining needs of the civilian population.

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4.4.8. Providing expertise in civil sector functions. That expertise is applied to assess the civil sector and implement DoD policies to advise, plan, coordinate, or assist in military or interagency efforts to rehabilitate or restore civil sector functions.

4.4.9. Supporting DoD peacetime engagement programs.

4.5. DoD civil affairs activities may be conducted as part of an interagency, bilateral, or multinational military operation.

4.5.1. The Secretary of Defense shall issue civil-military operations missions and guidance through the Chairman of the Joint Chiefs of Staff to the Commanders of the Combatant Commands.

4.5.2. The Department of Defense may make DoD civil affairs forces available to other U.S. Government Agencies, regional security or other international organizations, for training and use in interagency operations, on a reimbursable basis, as determined by the Under Secretary of Defense for Policy and the Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict (ASD(SO/LIC)). Such actions shall be in accordance with applicable laws and regulations. The appropriate DoD Component financial management office(s) shall review such transactions to ensure that costs are properly allocated and funded in accordance with Volumes 11A and 12 of the “DoD Financial Management Regulation” (DoDFMR) (reference (e)).

4.5.3. The Secretary of the Army, when acting as the DoD Executive Agent of the Secretary of Defense for civil emergencies in accordance with DoD Directive 3025.15 (reference (f)) and DoD Directive 3025.1 (reference (g)) shall task civil affairs forces in coordination with the Chairman of the Joint Chiefs of Staff.

4.5.4. On mutual agreement, the Department of Defense may use non-DoD agency resources to augment DoD civil affairs activities in accordance with paragraph 4.5.2., above.

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4.5.5. DoD civil affairs forces employed in concert with or in support of other U.S. Government Agencies, regional security or other international organizations, or ad hoc coalitions shall be conducted in accordance with paragraph 4.5.2., above.

4.6. The long-term goals and objectives on U.S. security policy and the impact on the host country shall be considered in planning and conducting civil affairs activities.

4.7. Military forces shall not undertake military government or civil administration activities and/or civilian sector rehabilitation or restoration activities unless directed by the Secretary of Defense. However, this prohibition does not prevent the DoD Components and military commanders from:

4.7.1. Planning for such activities especially as they pertain to PDD-56, Managing Complex Contingency Operations (reference (h)).

4.7.2. Using military forces in accordance with DoD Directive 5100.46 (reference (i)) and DoD Directive 3025.15 (reference (j)) to support military participation in:

4.7.2.1. Secretary of Defense-approved humanitarian and civic assistance.

4.7.2.2. Secretary of Defense-approved disaster relief operations.

4.7.2.3. Humanitarian actions that require an immediate response to save lives, prevent human suffering, or mitigate great property damage under imminently serious conditions.

4.8. DoD civil affairs capabilities, when directed by the Secretary of Defense, may be used to provide support in emergency planning, training, and operations and other support to civil authorities within the United States, its territories, and possessions.

4.9. Under the authority of 10 U.S.C. section 167 (reference (b)) U.S. Army civil affairs forces are designated "Special Operations Forces."

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5. RESPONSIBILITIES

5.1. The Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict (ASD(SO/LIC)), serving under the authority, direction, and control of the Under Secretary of Defense for Policy shall:

5.1.1. Act as the principal civilian advisor to the Secretary of Defense and the Under Secretary of Defense for Policy on the policy and planning for DoD civil affairs activities.

5.1.2. Working within the interagency process as appropriate, translate national security policy objectives into specific defense policy objectives achievable through civil affairs activities.

5.1.3. Supervise the formulation of DoD civil affairs activities in plans and policies.

5.1.4. Oversee the implementation of DoD civil affairs activities according to policies and programs.

5.1.5. Provide policy advice and assistance to and coordinate with other OSD and DoD officials about civil affairs activities and the use of civil affairs forces in their areas of responsibility.

5.1.6. Act as OSD point of contact for DoD to:

5.1.6.1. Coordinate civil affairs activities as they relate to the activities of other U.S. Government Agencies, international, nongovernmental and non-profit organizations, and the private sector, in accordance with applicable laws and regulations.

5.1.6.2. Monitor interagency use of DoD forces for the conduct of civil affairs activities. Report to the Secretary of Defense whenever it appears that questions may arise with respect to legality or propriety of such use.

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5.1.7. Coordinate with OSD Director of Administration and Management to approve the detail of civil affairs forces to duty with interagency groups and non-DoD U.S. organizations, in accordance with paragraph 4.5.2., above.

5.1.8. Review civil affairs program recommendations and budget proposals from the Secretaries of the Military Departments and the Commander in Chief of U.S. Special Operations Command (USCINCSOC).

5.1.9. Review and coordinate requests for deployments for civil affairs forces and make recommendations to the Under Secretary of Defense for Policy.

5.1.10. Develop and publish DoD-wide standards for civil affairs force training and qualifications.

5.1.11. Participate in and initiate OSD review processes of civil affairs activities integrated in component plans and programs to ensure compliance with policy.

5.2. The Chairman of the Joint Chiefs of Staff shall:

5.2.1. As the principal military advisor to the President, the National Security Council, and the Secretary of Defense, provide advice on the employment of civil affairs forces and the conduct of civil affairs activities.

5.2.2. Provide guidance to the Commanders of the Combatant Commands for the integration of civil affairs activities into military plans, including theater engagement plans.

5.2.3. Develop, establish, and promulgate joint doctrine for civil affairs forces.

5.2.4. Formulate policies for coordinating joint training in civil affairs activities.

5.2.5. Submit deployment orders for civil affairs forces to OSD in accordance with current DoD Instructions for coordinating deployments.

5.3. The Commanders of the Combatant Commands shall:

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5.3.1. Plan, support, and conduct civil affairs activities. These activities shall be designed to achieve the following:

5.3.1.1. Support national security policy and DoD goals and objectives.

5.3.1.2. Support the goals and programs of other U.S. Government Agencies related to civil affairs activities consistent with missions and guidance issued by the Secretary of Defense.

5.3.2. Designate a staff element within the headquarters with responsibility for coordinating civil affairs activities.

5.3.3. Ensure the integration of civil affairs activities into theater engagement plans, operational plans, and contingency plans.

5.3.4. Provide for training of U.S. civil affairs forces as required to execute theater-specific plans. The training shall be coordinated with USCINCSOC for assigned civil affairs forces and with the Commander in Chief of U.S. Joint Forces Command (USCINCJF).

5.3.5. Effect coordination and liaison with DoD Components and other U.S. Government Agencies.

5.3.6. For those Commanders of the Combatant Commands who have geographic areas of responsibility, coordinate civil affairs activities with the appropriate chiefs of the U.S. diplomatic missions.

5.4. The Commander in Chief of U.S. Special Operations Command shall carry out the responsibilities specified in section 5.3 and:

5.4.1. Provide Commanders of the Combatant Commands with civil affairs units and personnel from assigned forces that are organized, trained, and equipped to plan and conduct civil affairs activities in support of the Commanders' of the Combatant Commands missions.

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5.4.2. In coordination with the Chairman of the Joint Chiefs of Staff and Secretary of the Army, provide for civil affairs forces who are capable of providing functional expertise in civilian sector disciplines necessary for civil affairs assessments, civil assistance, civil administration, and military government missions.

5.4.3. Provide education and individual training in planning and conducting civil affairs activities for DoD and non-DoD personnel.

5.4.4. Under the direction of ASD(SO/LIC), assist in developing DoD-wide standards for civil affairs force training and qualifications.

5.4.5. Under the direction of ASD(SO/LIC), assist in developing training opportunities for civil affairs forces with other U.S. Government Agencies, international, nongovernmental and non-profit organizations, and the private sector in accordance with applicable laws and regulations.

5.4.6. Under the direction of the Chairman of the Joint Chiefs of Staff, assist in integrating civil affairs activities into joint strategy, doctrine, tactics, techniques, and procedures.

5.4.7. Establish standards to ensure interoperability of all U.S. civil affairs forces.

5.4.8. Prepare and submit to the Secretary of Defense program recommendations and budget proposals for activities and equipment unique to special operations for assigned civil affairs forces.

5.4.9. Exercise authority, direction, and control over the expenditure of funds for activities and equipment unique to special operations for assigned civil affairs forces.

5.4.10. Validate requirements for the activation, mobilization, and deployment of assigned civil affairs forces.

5.5. The Commander in Chief of the U.S. Joint Forces Command shall carry out the responsibilities specified in section 5.3 and:

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5.5.1. Provide Commanders of the Combatant Commands with civil affairs units and personnel from assigned forces that are organized, trained, and equipped to plan and conduct civil affairs activities.

5.5.2. Effect integration of civil affairs forces into joint doctrine, training, exercises, and operations.

5.5.3. Ensure civil affairs activities are properly represented in joint training exercise scenarios.

5.5.4. Coordinate with USSOCOM the development of collective training standards related to civil affairs forces.

5.6. The Secretaries of the Military Departments shall:

5.6.1. Develop and maintain programs necessary to plan, conduct, and/or support civil affairs activities to meet their Service and Combatant Command requirements.

5.6.2. Provide for civil affairs units and personnel in their force structures; if required request such civil affairs forces from the Secretary of Defense, who will then coordinate the request with the Chairman of the Joint Chiefs of Staff, USCINCSOC, and the Secretary of the Army.

5.6.3. For those Secretaries of the Military Departments with civil affairs units and personnel in their Reserve Components, provide for the timely activation and mobilization of such units and personnel as required to perform civil affairs activities in accordance with DoD Directive 1235.10 (reference (j)).

5.6.4. Assume DoD-wide responsibilities for specific civil affairs activities as directed by the Secretary of Defense.

5.6.5. Coordinate with USCINCSOC for training and education as it relates to civil affairs activities.

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5.7. The Secretary of the Army shall:

5.7.1. Carry out the responsibilities specified in section 5.6.

5.7.2. In accordance with the force levels, programs, plans, and missions approved by the Secretary of Defense, recruit, train, organize, equip, and mobilize units and personnel to:

5.7.2.1. Meet the civil affairs force requirements of USCINCSOC.

5.7.2.2. Provide civil affairs forces requested by the other DoD Components as directed by the Secretary of Defense.

6. EFFECTIVE DATE

This Directive is effective immediately.

XXXXXXXXXXXXXXXXXXXX

Deputy Secretary of Defense

Enclosures – 2

1. References

2. Definitions

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E1. ENCLOSURE 1

REFERENCES

E1.1. REFERENCES, continued

- (e) DoD Financial Management Regulation, DoD 7000.14R
- (f) DoD Directive 3025.15, "Military Assistance to Civil Authorities," February 18, 1997
- (g) DoD Directive 3025.1, "Military Support to Civil Authorities (MSCA)," January 15, 1993
- (h) PDD-56, "Managing Complex Contingency Operations," May 1997
- (i) DoD Directive 5100.46, "Foreign Disaster Relief," December 4, 1975
- (j) DoD Directive 1235.10, "Activation, Mobilization, and Demobilization of the Ready Reserve," July 1, 1995
- (k) DoD Directive 3025.12, "Military Assistance for Civil Disturbances (MACDIS)," February 4, 1994
- (l) DoD Directive 5525.5, "DoD Cooperation with Civilian Law Enforcement Officials," January 15, 1986
- (m) DoD Directive 1000.17, "Detail of DoD Personnel Assigned to Duty Outside the Department of Defense," February 24, 1997

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E2. ENCLOSURE 2

DEFINITIONS

E2.1. Civil Administration. An administration established by a foreign government in (1) friendly territory, under an agreement with the government of the area concerned, to exercise certain authority normally the function of local government, or (2) hostile territory, occupied by United States forces, where a foreign government exercises executive, legislative, and judicial authority until an indigenous civil government can be established. (Joint Pub 1-02)

E2.2. Civil Affairs. Designated active and reserve component forces and units organized, trained, and equipped specifically to conduct civil affairs activities and to support civil-military operations. Also called CA. (Upon approval of this publication, this term and its definition will be included in Joint Pub 1-02)

E2.3. Civil Affairs Activities. Activities performed or supported by civil affairs forces that (1) embrace the relationship between military forces and civil authorities in areas where military forces are present; and (2) involve the application of civil affairs functional specialty skills in areas normally the responsibility of civil government to enhance the conduct of civil-military operations. (Upon approval of this publication, this term and its definition will be included in Joint Pub 1-02)

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E2.4. Civil Affairs Capabilities. Capabilities of civil affairs forces, or other DoD units, that encompass the planning and conducting of, or otherwise assisting in, civil affairs activities. (Upon approval of this publication, this term and its definition will be included in Joint Pub 1-02)

E2.5. Civil Affairs Forces. Military units, detachments, or other military organizations that are designated as "civil affairs" organizations and are mission-oriented and trained to plan, direct, and conduct civil affairs activities. Also includes personnel who are trained and qualified in civil affairs activities and capabilities and meet the qualifications of civil affairs activities and capabilities as determined by their Service. (Upon approval of this publication, this term and its definition will be included in Joint Pub 1-02)

E2.6. Civil Assistance. Activities undertaken by the DoD Components to assist civilian authorities in foreign areas and in the United States and its territories. (Upon approval of this publication, this term and its definition will be included in Joint Pub 1-02)

E2.7. Civil-Military Operations. The activities of a commander that establish, maintain, influence, or exploit relations between military forces, governmental and nongovernmental civilian organizations and authorities, and the civilian populace in a friendly, neutral, or hostile area of operations in order to facilitate military operations, to consolidate and achieve U.S. objectives. Civil-military operations may include performance by military forces of activities and functions normally the responsibility of local, regional, or national government. These activities may occur prior to, during, or subsequent to other military actions. They may also occur, if directed, in the absence of other military operations. Civil-military operations may be performed by designated

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civil affairs forces, by other military forces, or by a combination of civil affairs forces and other forces. Also called CMO. (Upon approval of this publication, this term and its definition will be included in Joint Pub 1-02)

E.2.8. Host-Nation Support. Civil and/or military assistance rendered by a nation to foreign forces within its territory during peacetime, crises or emergencies, or war based on agreements mutually concluded between nations. Also called HNS. (Joint Pub 1-02)

E2.9. Humanitarian and Civic Assistance. Assistance to the local populace provided by predominantly U.S. forces in conjunction with military operations and exercises. This assistance is specifically authorized by title 10, United States Code, section 401 and funded under separate authorities. (Joint Pub 1-02)

E2.10. Military Government. The form of administration by which an occupying power exercises executive, legislative, and judicial authority over occupied territory. (Upon approval of this publication, this term and its definition will be included in Joint Pub 1-02)

E2.11. Special Operations. Operations conducted by specially organized, trained, and equipped military and paramilitary forces to achieve military, political, economic, or informational objectives by unconventional military means in hostile, denied, or politically sensitive areas. These operations are conducted across the full range of military operations, independently or in coordination with operations of conventional, non-special operations forces. Political-military considerations frequently shape special operations, requiring clandestine, covert, or low visibility techniques and

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oversight at the national level. Special operations differ from conventional operations in degree of physical and political risk, operational techniques, mode of employment, independence from friendly support, and dependence on detailed operational intelligence and indigenous assets. Also called SO. (Joint Pub 1-02)

E2.12. Special Operations Forces. Those active and reserve component forces of the Military Services designated by the Secretary of Defense and specifically organized, trained, and equipped to conduct and support special operations. (Joint Pub 1-02)